

Message Text

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64

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TAGS: CVIS, CSCE, PFOR, PINT, SREF, PINS, UR, GE, GW

SUBJECT: ETHNIC GERMAN EMIGRATION FROM THE USSR

1. WEST GERMAN EMBOFF TOLD US SEPTEMBER 8 THAT ETHNIC GERMAN EMIGRATION FROM USSR CONTINUES AT RECORD PACE WHICH HAS BEEN MAINTAINED THROUGHOUT 1976. SEVEN THOUSAND TWO HUNDRED TWENTY SIX (7,226) ETHNIC GERMANS HAVE RECEIVED EXIT PERMISSION FOR FRG THROUGH AUGUST, A TOTAL 107 PERCENT GREATER THAN NUMBER (348) FOR COMPARABLE PERIOD LAST YEAR AND 26 PERCENT GREATER THAN TOTAL (5752) FOR ALL OF 1976. THE FIGURES BELOW DEMONSTRATE THAT, IF CURRENT AVERAGE RATE OF 903 EXIT VISAS RECEIVED PER MONTH IS CONTINUED THROUGHOUT 1976, TOTAL FOR YEAR WILL BE 61 PERCENT GREATER THAN PREVIOUS RECORD YEARLY TOTAL ACHIEVED IN 1974.

T TOTAL NUMBER OF ETHNIC
GERMANS RECEIVEING

YEAR EXIT VISAS FOR FRG

1970 438

1971 886

1972 3,313

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1973 4,436

1974	6,345
1975	5,752
1976	10,836 (PROJECTED)

2. RATE OF ETHNIC GERMAN EMIGRATION HAS DECREASED SOMEWHAT IN TRADITIONALLY SLOW SUMMER MONTHS BUT EVEN RELATIVELY LOW AUGUST FIGURE (709) WAS EXCEEDED DURING PAST TWO YEARS ONLY BY APRIL 1974 (898) AND DECEMBER 1975 (830).

3. ACCORDING TO SOURCE, FRG EMBASSY INITIALLY LINKED SURGE IN EMIGRATION THIS YEAR TO UPCOMING WEST GERMAN ELECTIONS, BUT THIS EXPLANATION IS NOW DISCOUNTED SINCE RECENT MONTHLY TOTALS HAVE DIMISHED AS ELECTION DAY APPROACHES. SOURCE NOW BELIEVES THAT SOVIETS HAVE PERMITTED INCREASED ETHNIC GERMAN EMIGRATION AS PART OF THEIR CAMPAIGN TO BUILD RECORD OF COMPLIANCE WITH CSCE PROVISIONS IN ANTICIPATION OF 1977 BELGRADE REVIEW CONFERENCE.

4. PROVISIONS OF CSCE MAY NOT, HOWEVER, BE ENTIRELY AUSPICIOUS FOR LONG RANGE PROSPECTS OF ETHNIC GERMANS WHO LACK CLOSE RELATIVES IN FRG. WEST GERMAN EMBOFF TOLD US THAT PERCENTAGE OF ETHNIC GERMANS EMIGRATING ON BASIS OF DISTANT OR QUESTIONABLE FAMILY CONNECTIONS IN FRG HAS DECREASED FROM ABOUT 25 PERCENT OF TOTAL EMIGRATION FIGURE IN 1975 TO ABOUT 12.5 PERCENT DURING 1976. SOURCE BELIEVES THAT SOVIETS MAY BE USING FAMILY REUNIFICATION LANGUAGE OF CSCE TO DENY EMIGRATION TO PERSONS WHO LACK CLOSE (DEFINED AS MOTHER, FATHER, BROTHER, SISTER, SON, DAUGHTER, WIFE, HUSBAND) FAMILY CONNECTIONS IN FRG. THIS RESTRICTIVE DEFINITION OF PERMISSIBLE EMIGRATION COULD PLACE MORE EASILY ENFORCEABLE LIMITS ON TOTAL NUMBER OF ETHNIC GERMANS WHO MIGHT CONCEIVABLY EMIGRATE. MOREOVER, SUCH LIMITS COULD EVEN BE JUSTIFIED AS BASED ON STRICT COMPLIANCE WITH CSCE FINAL ACT.

5. COMMENT--PREDICTIONS OF FUTRE SOVIET RESTRICTIONS ON FLOW OF EMIGRATION TO FRG AND OTHER CSCE SIGNATORIES SEEM TO US PREMATURE IN LIGHT OF SIGNIFICANT INCREASES
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IN RECENT EMIGRATION RATES. MOREOVER, EVEN UNDER A RESTRICTIVE SOVIET DEFINITION OF FAMILY REUNIFICATION, THE LARGE NUMBER OF ETHNIC GERMANS NOW EMIGRATING WILL LEAVE BEHIND A SIGNIFICANT POOL OF CLOSE RELATIVES WHO COULD BECOME EMIGRANTS IN FUTURE. IT SEEMS LIKELY THAT INCREASED RATES WILL BE SUSTAINED THROUGH BELGRADE CONFERENCE AS PART OF BROAD SOVIET EFFORT TO SHIFT BURDEN OF PROOF CONCERNING CSCE COMPLIANCE FROM

USSR TO WEST. NEVERTHELESS, LONG RUN SOVIET PRACTICE
WILL ALMOST CERTAINLY BE TO READ LETTER OF FINAL ACT
VERY CLOSELY AND TO INTERPRET ITS FAMILY REUNIFICATION
PROVISIONS AS NARROWLY AS POSSIBLE.
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